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POINT GREY
TOWN PLANNING COMMISSION.

PAMPHLET No. 1

TOWN PLANNING COMMISSION'S
EDUCATIONAL PAMPHLETS

No. 1

The "OFFICIAL PLAN"

AND THE

WORK *of the* COMMISSION

AND

THE BY-LAW UNDER WHICH THE
COMMISSION WAS APPOINTED

Issued to promote loyal citizenship, and
the best development of the municipality

Point Grey Town Planning Commission
British Columbia

May 4, 1927
HARVARD UNIVERSITY
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Gift of Commission

PERSONNEL OF THE COMMISSION

Ex-Officio Members:

J. A. PATON, Municipal Hall, 5851 West Boulevard, Reeve of Point Grey Municipality.

WARNER LOAT, 3793 24th Avenue West, Chairman of the Parks and Plans Committee of Point Grey Municipality.

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Appointed Members:

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"In city planning, as in other forms of governmental activity, the total results secured will be in direct proportion to general public understanding and appreciation."

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EXPLANATORY

THIS little pamphlet is the first of a series of educational pamphlets to be issued from time to time, for the purpose of keeping the residents informed in respect to work to be initiated by the Town Planning Commission of the Municipality.

This Commission was appointed by the Council in March, 1926, and held its first meeting on the 24th of the same month. There are six appointed and three ex-officio members of the Commission. Members are appointed for one, two, or three years respectively. There are no salaried members of the Commission.

At its first meeting the Commission was requested to take steps to have the by-law, under which it was appointed, printed for public use and a second request was added, that the Commission prepare such explanatory matter as would aid in making known the objectives ahead of the Commission.

Inasmuch as the Commission is the agency for initiating certain important work to be carried out in the best interests of the Municipality, it is important that the relationship of the Commission to the public should be clearly understood. The Commission has an official standing which is prescribed for it by:

(1) The Provincial "Town Planning Act" of December, 1925;

(2) A Municipal By-law, entitled: "A by-law to create a Town Planning Commission, to be known as the Point Grey Town Planning Commission." This by-law will be found printed in full at the end of this pamphlet.

THE NEED OF AN "OFFICIAL PLAN"

IN town planning phraseology the "Official Plan" is not a map. It is much more than a map. It generally consists of many maps together with diagrams, statistics of all sorts relating to city growth, tables, and charts. These are included under one cover and entitled the "Official Plan" for the particular city to which such information refers.

The present members of the Point Grey Town Planning Commission will be satisfied if, during their term of office, they are able to make a good beginning in the preparation of this "Official Plan." For some time past the Municipal Council, together with many taxpayers, have clearly seen the need for such a plan. It will be in the best interest of each and every citizen to have it prepared just as soon as practicable.

A good start necessary

The Commissioners recognize that in the establishment of an "Official Plan", suitable to serve as a guide for the future growth of the Municipality, many problems will be encountered, and the correct solution of these problems will involve the spending of large sums of money; but the correct expenditure of these sums will result in the saving, both for ourselves and for the citizens of the future generations, of equally large, or even larger, sums of money. Economic development can take place only if careful and full consideration is given to the study of the thousand and one matters which will have to be considered in the preparation of this "Official Plan." Therefore the Commissioners, through these initial pamphlets, are appealing to every public-minded citizen to take a real and vital interest in the work of the Commission.

Many problems ahead

The public-minded citizen has, of course, a very real interest in every effort which tends to improve social conditions and reduce the tax bill. Today the making of an "Official Plan" is no longer looked upon, even by those who love to boast of being of a practical turn of mind, as a visionary venture into the future. The preparation of the "Plan" is the most logical means whereby the taxpayer of this generation may secure reduction of his tax bill, while for the citizen of the future it is a form of insurance for which the premium is very small.

A logical method of reducing the tax bill

Because town planning is "the most practical activity in which a city may engage" it is also a subject in which every householder should take an interest. The Commission, then, has every

confidence that all classes of citizens will aid by helpful suggestions, criticisms and general support for the work ahead.

The prospects of the morrow are that this Western Municipality, with its great natural advantages, through the efforts of its citizens, will become, among the cities of the British Empire, an outstanding city, and not the least so in respect to its order, beauty and low tax rate. The Municipality of Point Grey in all these respects has hitherto maintained a leadership.

An outstanding city of the British Empire

WHY PLAN?

Why plan our Municipality? Why not allow cities to grow along natural lines? These are questions sometimes asked, which sound plausible, because it costs money to plan.

Planning a city in order to direct its future growth will certainly entail a certain amount of expenditure, and the money for this must be provided by the taxpayers. It will, however, certainly cost the taxpayers much more if the city is not planned, because undirected city growth is the most illogical and expensive form of growth there is.

Not many years ago a certain city which was making rapid growth directed a "Plan" to be made, for which it was charged, much to the surprise of some of its citizens, the sum of fourteen thousand dollars. It held to this plan, but neglected to apply a logical and necessary extension of it to the surrounding suburban sections. As a result of that neglect the citizens now have mistakes to correct which are estimated to cost them—not fourteen thousand—but fourteen millions of dollars. "A penny wise and pound foolish" policy is always the most costly in the long run.

What happened in an American city

But, to take our facts from examples nearer home: Lack of zoning in the West End of Vancouver has resulted in tremendous depreciation in values of the once prevailing type of property, namely, the residential. This area is unrestricted, and, as a consequence, many parts of it have been invaded by apartment houses, garages, etc., resulting in a depreciation of land values which has been estimated at $12,000,000. But this is not the total loss, because the taxpayers will have to pay for another loss due to the replacement of sewers, watermains, etc.,

Our own example in the "West End"

which were adequate only for a residential area. In a planned and zoned city mistakes of this nature can seldom happen. Town planning saves millions by guarding against such mistakes.

The answer to our question is, then, first: We must plan, because we can ill afford not to plan. We plan to avoid mistakes, and mistakes are extremely costly in matters of city growth. Secondly, *we should plan* for even more fundamental reasons—reasons which are clearly stated in both the Provincial "Town Planning Act" and in the by-law printed on pages 10, 11 and 12, at the end of this pamphlet. Space will not allow us to enlarge on these reasons here.

We should like to direct attention to what is often an erroneous conception of the purpose of town planning. It is sometimes thought by even the best informed citizens that "town planning" is largely synonymous with "city beautification." Such an interpretation of the function of "town planning" is altogether inadequate and narrow. It is indeed true that town-planning science is concerned with the direction of city growth "into channels of orderliness, economy and *beauty*"; but even this statement of town-planning principles gives chief emphasis to "orderliness and economy."

A wrong conception of town planning

The fact is that the science of modern town planning with respect to the needs of a modern growing city is an almost all-embracing science. As the writer quoted above has well said, "The comprehensive city plan should be the outgrowth of exhaustive scientific studies of *physical, social, and economic facts* relating to past, present and probable future growth . . ."

An all-embracing science

These three types of facts are generally interlocked. As an example, we have the modern huge losses due to a city problem arising as a result of modern transportation methods, namely "traffic congestion." Traffic congestion and delay is responsible for estimated losses of hundreds of millions of dollars. In fact, the annual loss due to this cause in the two cities of New York and Chicago alone is estimated at two thousand million dollars. A stupendous sum. In Vancouver the same type of loss is estimated as running into the millions.

In what way, then, can we avoid traffic congestion losses by efficient town planning? The answer is to look for the cause of traffic congestion. It is to be found in the following facts: (1) That many of the *main arterial* streets of our cities are too narrow. (2) That we lack diagonal arteries. (3) That

Mistakes to avoid

bridges are too narrow or too few in number. (4) That there are certain "bottle-necks" in our city plan, and (5) that too much traffic has to converge to a common centre. Modern town-planning science concerns itself with correcting these bad features in those cities in which they occur and in indicating a plan for future growth which shall make their recurrence practically impossible.

For the present the Commission must be content to hold over further facts along these lines until some of those many other matters embraced by the term "town-planning" are ready to be dealt with in future pamphlets of this series.

It may be wise to add, however, one or two definitions of town-planning. These two are both good: (*a*) "City planning simply means getting ready for the future in city growth. It is the guidance into proper channels of a community's impulses toward larger and broader life . . ." (*b*) "The basic principle of city planning is to increase the working efficiency of the city. No far-seeing business man would undertake the construction of a large manufacturing plant without making provision for future expansion; but the building of a city is mostly haphazard without preparation for change or growth . . ."

Good definitions

With respect to the "plan" which it is now the duty of the Commission to initiate, one other thing should be said. It is in connection with the "city plan" that Mr. John Burns, the father of town-planning legislation, said: "Investment in a good plan whether it be for the new parts of the city or for the correction of older parts, if regarded for the period of a year, may appear expensive; if considered for the period of five years it will appear profitable; when considered for a period of fifty years it will be an investment which in subsequent days *will make the community regret that it did not adopt it sooner.*"

John Burns' statement

The "haphazard, piecemeal fashion that has characterized the physical expansion of most of our communities" in the past is certainly not the best method for the development of our Municipality. "Every progressive citizen will realize that better results at a lower cost can always be obtained where a project is carried on according to a carefully studied plan." And the "Plan" of your Municipality must be the outcome of careful study, expert advice, public enthusiasm, and support for it by the citizen-body as a whole. On this basis it may be expected that good

The final result well worth while

work will be put into its making and that the outcome will be well worth the effort.

"A proper city plan has a powerful influence for good upon the mental and moral development of the people; it is the firm basis for the building of a happy and healthy community."

WOMEN AND TOWN-PLANNING

It has been said: "What is this world but our secret natures opened out and stamped into cities?" We find that our present-day world of cities reflects, unfortunately, to a large extent, our moral and physical weakness, the result of haphazard growth, unpremeditated and natural actions. Today we are becoming more conscious of our actions as affecting, in their far-reaching results, ourselves, our neighbors and coming generations

Women should be able to bring, as one of their contributions to the solution of modern social problems, the qualities naturally most developed in them by their ordinary every-day experience as mothers and home-makers. The layout of our urban centres, on which depends to such a large extent the moral and physical health of the community, should be, above all to women as guardians of life, a matter of the greatest importance.

Better transportation facilities means a desirable increase of population for the suburbs, but, at the same time, inevitable crowding, unless due steps are taken to ensure that children have their adequate portion of sun, fresh air, and recreational opportunities.

Town-planning improves hygienic conditions, lowers the cost of living and beautifies our surroundings, thus adding immeasurably to the health, happiness and culture of citizens.

WHERE THE BOYS AND GIRLS FIT INTO THE PLAN

It is usual to plan for a holiday, a picnic, a new dress, suit of clothes, the construction of a house, the purchase of an automobile, or even to go to the store to purchase the ordinary household supplies. The results obtained are generally commensurate with the carefulness of the planning in each case.

Planning in these cases is automatic. It is the general method

employed, it is the forethought necessary before action can be taken.

The development of Point Grey is the result of planning. It is true that a general plan has not been plotted on paper, but the idea of caring for the future has permeated the minds of past Councils, all of whom have been keenly aware of the advantages of planning, and no one will gainsay but that their interest has been productive of results.

Planning itself is not sufficient. To have effect the plan must be carried out, and it goes without saying that the carrying to completion the proposed plan will not be done by those initiating it.

Boys and girls going to school are beginning to take a keen interest in community affairs, and it is well they are doing so. They have to be fitted into any plan made. Health, education, and recreation are all questions that have to be considered as well as the many other amenities of life.

This being so, they should interest themselves in the work being undertaken, as it is well within the lines of reason that the completion of some of the projects will be in their hands to carry out.

It would be well, therefore, for the junior members of society to inform themselves from the beginning in order that they will have a thorough knowledge and understanding of the plan and its intention. By so doing they will be able to render valuable service to the community when it comes their time to take over the management of its affairs.

CORPORATION OF POINT GREY

BY-LAW No. 198, 1926

A BY-LAW TO CREATE A COMMISSION TO BE KNOWN AS THE "POINT GREY TOWN PLANNING COMMISSION."

The Reeve and Council of the Corporation of Point Grey in open meeting assembled enact as follows:

(1) This by-law may be cited for all purposes as "Town Planning Commission By-law No. 198, 1926."

(2) Pursuant to the provisions of the "Town Planning Act," being Chapter 55 of the Statutes of British Columbia, 1925, a Commission is hereby created to be known as the "Point Grey Town Planning Commission" (hereinafter referred to as the "Commission.")

(3) The Commission shall be composed of three ex-officio members as hereinafter specified and six members appointed by this Council. The ex-officio

members shall be the Reeve, the Chairman of the Board or Committee charged with the administration of Municipal Parks, and the Chairman of the Board of School Trustees. The appointed members shall be appointed by the Council, by resolution, and of those to be first appointed after the passage of this by-law, one-third shall be appointed for three years, one-third shall be appointed for two years, and one-third shall be appointed for one year; and in each succeeding year the vacancies of those whose term of office expires shall be filled for a term of three years. All appointed members as aforesaid shall hold office until their successors shall have been appointed.

(4) (1) In the event of any casual vacancy occurring in the Commission the Council shall forthwith appoint a new member to fill such vacancy for the unexpired term thereof.

(2) No person shall be appointed a member of such Commission who holds any municipal office.

(5) (1) Subject to the provisions hereinafter set out and the provisions of said act, the Commission shall, and are hereby authorized to assist the Council in an advisory capacity in respect of the following matters:

(a) By preparing for the purpose of an official town plan, a comprehensive plan or set of plans for the future physical development and improvement of the Municipality in a systematic and orderly manner, based primarily upon public utility, convenience and general welfare.

(b) From time to time, as development progresses or changed conditions demand, by recommending additions and extensions to and alterations in the official town plan.

(c) By preparing specific plans for public improvements consistent with the official town plan.

(d) By preparing plans for the development of harbor and railway and rapid transit and street railway facilities, with a view to the correlation of such development with the official town plan, and to recommend plans so prepared to any Railway Board or public authority having jurisdiction in the matter, and to any railway or other company concerned therewith, and to use all lawful measures to secure the adoption of such plans and the due co-ordination of terminal, transportation, and other facilities of commerce and traffic within and about the Municipality.

(e) By preparing and designating the boundaries of the districts which the Council is lawfully authorized to create, defining the use of the lands in such districts, the character of the buildings to be erected therein, the height of such buildings, and the density and space about them, and appropriate regulations to be enforced therein.

(f) By designating certain districts within which it shall be lawful and certain other districts within which it shall be unlawful to erect, construct, alter, reconstruct, repair, or maintain certain buildings, or to carry on certain businesses, trades, or callings.

(g) By designating certain districts within which the height and bulk of buildings thereafter erected, constructed, altered, reconstructed, or repaired shall be limited, and for prescribing the limitations.

(h) By prescribing building lines and the area of yards, courts, and other open spaces to be maintained in any district.

(i) By preparing regulations for regulating, restricting and prohibiting in any district the location of all or any classes of industries, businesses, trades or callings, the location of apartment or tenement houses, terraces, club-houses, group residences, two-family dwellings, single-family dwellings, the location of the several classes of public and semi-

public buildings, and the location of buildings or property designed for specified uses.

(j) By prescribing as to any district the class of use of buildings or land that shall be excluded or subjected to special regulations, and designating the uses for which the buildings may not be erected, constructed, altered, reconstructed, or repaired, or land used, or designating the class use of which only shall be permitted.

(k) To consider any matters dealing with the physical development of the Municipality which the Commission may deem expedient.

(2) The regulations recommended in one or more districts may differ from those in other districts; but regulations as to the height and bulk of buildings and the area of yards, courts, and other open spaces shall be uniform in respect of each class of building throughout each respective district.

(3) In recommending regulations to be made under this section, the Commission shall have due regard to the following considerations:

(a) The promotion of public health, safety, convenience, and welfare.
(b) The prevention of overcrowding of land and the preservation of the amenity of the residential districts.
(c) The securing of adequate provisions for light, air and reasonable access.
(d) The value of the land and the nature of its use and occupancy.
(e) The character of each district, the character of the buildings already erected, and the peculiar suitability of the district for particular uses.
(f) The conservation of property values and the direction of building development.

(6) The Planning Commission shall be presided over by a Chairman to be chosen by itself annually from among the appointed members; and the Commission may adopt rules for its procedure, including the fixing of a quorum, and may from time to time vary such rules by the vote of a majority of the members of the Commission. The Commission shall cause proper records to be kept of its proceedings, and may appoint a Secretary, and the expenditures of the Commission for all purposes shall be kept within the sum appropriated by the Council for the expense of the Commission.

(7) The Commission shall forward to the Municipal Clerk for the consideration of the Council at its first regular meeting in each month a report showing the work in hand and the progress made from time to time by the Commission in dealing with all matters which have been taken up by it.

8. The Council may, from time to time by resolution, request the Commission to give special consideration to any of the matters set out in section 5 of this by-law or to any matter within the powers of the Council under said Act, and the Commission shall report to the Council on such matters so referred to it accompanied by its recommendations and such other data or information as the Commission may deem requisite and necessary.

Passed by the Council on the 9th day of March, 1926.

RECONSIDERED, FINALLY PASSED AND ADOPTED by the Council, signed by the Reeve and Clerk, and sealed with the Corporate Seal the 15th day of March, 1926.